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20 FEB 1948

FINAL REPORT OF THE AD HOC COMMITTEE  
APPOINTED TO FORMULATE THE N.I.S. PROGRAM

1. The concept of the NIS as conceived by the Ad Hoc Committee is as follows:
  - a. The NIS requires an "across the board" collection program covering all important foreign countries and areas of the world simultaneously.
  - b. The NIS will be a production and maintenance program, based upon the above premise and JCS priorities, and in accordance with IAC Agency capabilities.
  - c. The NIS is a concise digest of basic intelligence required for strategic planning and as the basis for initial highest level operational planning.
2. The Ad Hoc Committee has divided the NIS into chapters, each of which treats a major functional aspect of the basic intelligence relating to the country or area under consideration. Further, the Committee has divided these chapters into sections, each of which treats a major sub-division of the field covered by the chapter. The section is so designed as to permit it to serve as the basic unit of production and maintenance and so enhance the flexibility of the NIS program. The chapters of NIS, as established by the Committee, are as follows:

Chapter I - Brief (a succinct presentation of the salient basic intelligence aspects of the NIS area as a whole.)

Chapter II - Military Geography

Chapter III - Transportation and Telecommunications

Chapter IV - Sociological

Chapter V - Political

Chapter VI - Economic

Chapter VII - Scientific

Chapter VIII - Armed Forces

Chapter IX - Map and Chart Appraisal  
(Gazetteer)

Certain topics involving numerous details are given a general treatment in the NIS itself and a full treatment in supplements. It is proposed to have four such supplements initially:

NIS Supplement No. I - Ports and Naval Facilities

NIS Supplement No. II - Air Facilities

NIS Supplement No. III - Telecommunications

NIS Supplement No. IV - Towns

In order to insure the desired treatment of each topic set forth in the chapter outlines, the Committee has prepared an outline guide for each chapter and supplement. These outline guides cover instructions which set forth the details to be treated under the headings and subheadings of the outline together with explanations, in appropriate instances, of the degree of detail required and the manner of treatment. These guides also include statements of the inter-agency coordination required by the allocation of production responsibilities to the several IAC Agencies.

3. The Committee considers that the production and maintenance of NIS demands the closely coordinated joint effort of the several IAC Agencies. To insure this coordination, the Committee has framed a Tentative Allocation of Responsibilities for the preparation of NIS. This allocation provides for a single agency to act as overall coordinator for each chapter and, where several agencies are involved in the preparation of a

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single section or subsection, to act as coordinator for that section or subsection. The bases for these allocations of responsibility were the relative interests of the agencies and their capacities to produce. Exploration of the production capabilities of the several IAC Agencies with regard to Chapter VI (Economic) indicates that certain sections and subsections can best be prepared with the assistance of the following non-IAC government agencies:

Department of Agriculture  
 Department of the Interior  
 Department of Commerce

However, because the standards of security in these agencies do not necessarily conform to those of IAC, because these agencies do not receive all available material concerned with the subjects to be treated, and because personnel in these agencies cannot be expected to be fully capable of developing the subjects from the intelligence viewpoint, it was thought best to designate an IAC agency as responsible for these sections and subsections, utilizing the assistance of the non-IAC agencies. OIR, Department of State, has been tentatively designated to assume this responsibility.

In addition, there are certain non-IAC agencies which are assisting in the production of basic intelligence at the present time. The present arrangements with these agencies are working satisfactorily.

4. The Committee considers that, in general, the areas covered by NIS should be those limited by the boundaries of political entities. In the geographic treatment (Chapter II), however, it appears most desirable to determine NIS areas in terms of natural geographic concepts. For example, since the Iberian peninsula, including the approaches into the Pyrenees from France, forms a natural geographic concept, it should be considered geographically as a whole. Thus, the geographic treatment of this area would serve as Chapter II for both the NIS -- Portugal and the NIS -- Spain. In addition, it will be necessary to transcend political boundaries in many instances in order to attain comprehensive treatment of certain functional aspects, such as transportation and ports and naval facilities; and such procedure would be followed wherever necessary.
5. The Committee believes that, in order to effect efficient execution of the NIS program, an agreed statement of the production functions of each agency is advisable. These proposed agency functions are as follows:

#### NIS COMMITTEE

(Coordinating Committee representing the Director of Central Intelligence and Chiefs of the Intelligence Agencies of State, Army, Navy, and Air Force)

- a. Considers and recommends for IAC Agency approval overall policies for NIS.
- b. Recommends to CIA measures necessary for the coordination of the NIS program.
- c. Establishes the production and maintenance schedule and the scope and treatment of each NIS to be produced, based on JCS requirements and priorities, in accordance with agency capabilities. In this connection, the Committee should have an advisory member from Joint Staff who is thoroughly familiar with the requirements of the Joint Staff planners.

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## THE CENTRAL INTELLIGENCE AGENCY

- a. Provides overall coordination for the NIS program.
- b. Is responsible for editing and publishing NIS publications.
- c. Accomplishes NIS dissemination in accordance with IAC Agency agreements.
- d. Implements the NIS program in accordance with the responsibilities of CIA.

## IAC AGENCIES

- a. Implement NIS production and maintenance programs in accordance with Agency responsibilities.
  - b. Provide a member and alternate members for the NIS Committee. These members must be familiar with the overall production of basic intelligence within their departments.
6. It is the opinion of the Committee that the following methods should be employed in the production of NIS:
- a. In the instances where one agency is responsible for a section or subsection that is being coordinated by another agency, all communications of a policy or requirements nature to the agency preparing the section or subsection will be passed through intelligence command channels.
  - b. In all instances there should be working-level coordination among the agencies concerned. This coordination will involve:
    - (1) Exchange of drafts of completed draft sections in order to resolve any inconsistencies among sections and detect any gaps in overall coverage.
    - (2) Informal coordination in compiling specific subsections which are assigned as the responsibility of one agency but impinge on the field of interest of another.
7. There are several factors involved in fully implementing the NIS program:
- a. The program must be flexible in order to meet the requirements of the Joint Staff planners. To this end, it may be necessary to produce and disseminate separate chapters, sections, or even subsections, of any single NIS or of several NIS without awaiting the completion of the whole NIS.
  - b. In order to facilitate such flexibility, it will be necessary for agencies to arrange for a system whereby information already in the hands of the agencies and that coming in by reason of collection directives is properly integrated with other relevant intelligence materials in such a manner as to keep information up to date and available for use at any time.
  - c. Should material be available to undertake production of an NIS lower on the priority list than one on which adequate material is not available, such production should be undertaken and not held in abeyance pending the availability of material for the NIS of higher priority.

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- d. Basic intelligence already produced and on hand in the IAC Agencies, although not in the form of NIS, should be utilized to the maximum extent possible in the production of the NIS. This intelligence includes SID, JANIS, AIR, Marshall Plan Reports, etc.
- e. Because of the magnitude of the NIS program, the possible collection difficulties in certain instances, and the shortage of qualified personnel available to produce NIS, the Committee attaches great importance to utilizing intelligence produced under the various JIB programs as an aid in producing NIS.
- f. This Committee believes that the NIS program is fundamental to a sound National Intelligence Plan and should be vigorously developed. The basic problem is the realization of adequate production capabilities by the IAC Agencies to meet the requirements. In view of the critical world situation, it is the considered opinion of this Committee that the NIS program, as it relates to the JCS Priority List, should be completed and placed on a maintenance basis at the earliest possible date. The Committee believes that the target date for completion of the studies on the JCS Priority List should be not later than 30 June 1952. This will require realignment and augmentation of each agency's present production capabilities.

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State Member

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Navy Member

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Army Member

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Air Force Member

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CIA Member (Chairman)

- Annexes:
- (A) List of NIS Areas
  - (B) The JCS Priority List
  - (C) Tentative Allocation of Responsibility for Preparation of the NIS
  - (D) The NIS Outline and Guide
  - (E) Standard Editorial Instructions for the NIS

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THE JOINT CHIEFS OF STAFF  
Joint Intelligence Group  
Washington 25, D.C.

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DDM-1  
11 March 1948

MEMORANDUM FOR THE DIRECTOR OF CENTRAL INTELLIGENCE

SUBJECT: Final Report of Ad Hoc Committee in NIS Program

1. The subject paper is:

- a. Approved without change
- b. Approved, subject to important amendment set out below
- c. Disapproved

X

2. Suggestions or amendments:

Delete the entire chapter titled "Production Schedule" and reference to "JCS Priority List" in chapter "General Instructions", paragraph 7 c (F) for reasons of security.

It is suggested that this information be issued separately on a "need to know" basis.

NIS Committee Member to be:

None.

W. E. TODD  
Major General, U.S.A.F.  
Deputy Director  
The Joint Staff

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NATIONAL SECURITY COUNCIL

Washington

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December 28, 1948

MEMORANDUM FOR THE DIRECTOR OF CENTRAL INTELLIGENCE

SUBJECT: Standard Instructions for National Intelligence  
Surveys

REFERENCE: Memo for Executive Secretary, NSC, from Director  
of Central Intelligence, subject: "NIS Program",  
dated December 13, 1948

The National Security Council has approved the  
subject document, as recommended by you, with the unanimous  
approval of the Intelligence Advisory Committee, in the ref-  
erence memorandum.

*/s/* James S. Lay, Jr.  
JAMES S. LAY, JR.  
Acting Executive Secretary

cc: Special Assistant to the Secretary of  
State for Research and Intelligence  
Director of Intelligence, General Staff,  
U. S. Army  
Chief of Naval Intelligence  
Director of Intelligence, Atomic Energy  
Commission  
Deputy Director, Joint Intelligence Group,  
Joint Staff  
Director of Intelligence, Headquarters  
U. S. Air Force

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8 JULY 1948

COPY NO. PIDIRECTOR OF CENTRAL INTELLIGENCE DIRECTIVE 3/1STANDARD OPERATING PROCEDURES FOR DEPARTMENTAL PARTICIPATION IN  
THE PRODUCTION AND COORDINATION OF NATIONAL INTELLIGENCE

Pursuant to the provisions of paragraph 1e, National Security Council Intelligence Directive No. 3, and paragraph 4, National Security Council Intelligence Directive No. 1, and in order to facilitate departmental participation in the preparation of national intelligence, the following operating procedures are established.

1. Current Intelligence. Departmental intelligence agencies will, upon request, furnish such advice and assistance to the Central Intelligence Agency in the preparation of Central Intelligence Agency current intelligence reports as is feasible. Departmental intelligence concurrence or dissent is not required, but copies of all such reports will be furnished departmental intelligence agencies as quickly as possible. Such reports or estimates will indicate that they have not been coordinated with the departmental intelligence agencies.

2. National Intelligence Surveys. The Basic Intelligence program will be conducted in accordance with procedures developed and agreed upon by the interdepartmental ad hoc committee, subject to National Security Council approval thereof.

3. National Intelligence Reports and Estimates:

a. Upon initiation of a report or estimate, other than under exceptional circumstances as described in paragraph e below, the Central Intelligence Agency will notify each departmental intelligence organization of:

- (1) The problem under consideration.
- (2) The nature and scope of the report or estimate involved.
- (3) The scheduled date of issuance of the first draft.
- (4) The requirements for departmental contributions in each case, in accordance with departmental responsibilities and capabilities, taking into consideration departmental material already in the hands of the Central Intelligence Agency.
- (5) The date upon which such departmental action should be completed.

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b. The Central Intelligence Agency will consult with appropriate members of the departmental intelligence organizations in order to discuss the foregoing, and to initiate required departmental action in each case.

c. Under Normal Procedures:

(1) The Central Intelligence Agency will prepare an initial draft of the report or estimate, utilizing available departmental contributions. During this period departmental personnel will be available for consultation with CIA analysts with due regard to internal agency demands and commitments under existing liaison arrangements.

(2) Multiple copies of the initial draft report or estimate will be furnished by the Central Intelligence Agency to each of the departmental intelligence organizations with a request for review and preparation, in writing, of departmental comments. The time allowed to the departments for this purpose will vary with the length of the paper and the need for meeting the scheduled date for its dissemination. Unless otherwise indicated by the Central Intelligence Agency, five (5) full working days will be allowed the departments for such purposes.

(3) In the event comments received indicate differences of opinion, the Central Intelligence Agency will arrange for an informal discussion with appropriate departmental personnel, to explore and consider the divergent views. The Central Intelligence Agency, after making such adjustments as it believes proper, will prepare a final draft of the report or estimate for distribution to the departmental intelligence agencies requesting concurrence or statements of substantial dissent within a specified period of time. The Central Intelligence Agency will make no changes other than those of a strictly editorial nature while the paper is under agency review without informing agencies of such changes.

(4) After receipt of all replies, the Central Intelligence Agency will publish the statements of concurrence or substantial dissent with the final paper.

d. Under Urgent Procedures:

(1) The Central Intelligence Agency will, at the earliest opportunity, notify the departments that it is undertaking an urgent project.

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(2) Upon notification by the Central Intelligence Agency that an initial draft paper has been prepared, appropriate departmental or agency specialists and consultants will meet to consider the paper.

(3) The Central Intelligence Agency will prepare a final paper for concurrence or substantial dissent by the departmental agencies.

(4) After receipt of all replies, the Central Intelligence Agency will publish the statements of concurrence or substantial dissent with the final paper.

e. Under Exceptional Circumstances:

(1) The Central Intelligence Agency will prepare and disseminate most urgent reports and estimates immediately upon completion and without formal coordination within the departmental intelligence organizations.

(2) Reports and estimates so disseminated will include a statement to the effect that normal departmental coordination has not been accomplished in each case.

(3) Such reports and estimates will subsequently be subject to normal coordination procedures cited in paragraph 3c above and, if necessary, redisseminated upon completion of this process.

f. Deadlines for reporting concurrences or substantial dissents will be made reasonable upon the basis of the foregoing considerations. When such deadlines are not met, and the situation warrants such action, the Central Intelligence Agency will disseminate the paper with a note explaining that the department concerned has neither concurred nor dissented within the time allotted for such purposes.

g. Only when the subject of atomic energy is involved, will the Atomic Energy Commission be included in all procedures outlined herein.

"SIGNED"

R. H. HILLENKOETTER  
Director of Central Intelligence

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8 July 1948

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SECURITY INFORMATION

# NATIONAL SECURITY COUNCIL INTELLIGENCE DIRECTIVE NO. 3

## COORDINATION OF INTELLIGENCE PRODUCTION

(Approved 1/13/48; SECRET)

Pursuant to the provisions of Section 102 of the National Security Act of 1947, and for the purposes enunciated in paragraphs (d) and (e) thereof, the National Security Council hereby authorizes and directs that the following over-all policies and objectives are established for the coordination of the production of intelligence:

1. In order that all facilities of the Government may be utilized to their capacity and the responsibilities of each agency may be clearly defined in accordance with its mission, dominant interest, and capabilities, the whole field of intelligence production is divided into the following categories, and responsibilities are allocated as indicated:

### *a. Basic Intelligence*

(1) Basic intelligence is that factual intelligence which results from the collation of encyclopedic information of a more or less permanent or static nature and general interest which, as a result of evaluation and interpretation, is determined to be the best available.

(2) An outline of all basic intelligence required by the Government shall be prepared by the CIA in collaboration with the appropriate agencies. This outline shall be broken down into chapters, sections, and sub-sections which shall be allocated as production and maintenance responsibilities to CIA and those agencies of the Government which are best qualified by reason of their intelligence requirements, production capabilities, and dominant interest to assume the production and maintenance responsibility.

(3) When completed, this outline and tentative allocations of production and maintenance responsibilities shall be submitted for NSC approval and issued as an implementation of this Directive. It is expected that as the result of constant consultation with the agencies by the Director of Central Intelligence, both the outline and the allocations will be revised from time to time to insure the production of the basic intelligence required by the agencies and the fullest possible use of current agency capabilities. Changes in the outline or allocations shall be effected by agreement between the Director of Central Intelligence and the agencies concerned.

(4) This basic intelligence shall be compiled and continuously maintained in National Intelligence Surveys to cover foreign countries, areas, or broad special subjects as appropriate. The National Intelligence Surveys will be disseminated in such form as shall be determined by the Director of Central Intelligence and the agencies concerned.

(5) The Director of Central Intelligence shall be responsible for coordinating production and maintenance and for accomplishing the editing, publication, and dissemination of these National In-

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telligence Surveys and shall make such requests on the agencies as are necessary for their proper development and maintenance.

(6) Departments or agencies to be called on for contributions to this undertaking may include agencies other than those represented permanently in the IAC.

*b. Current Intelligence*

(1) Current intelligence is that spot information or intelligence of all types and forms of immediate interest and value to operating or policy staffs, which is used by them usually without the delays incident to complete evaluation or interpretation.

(2) The CIA and the several agencies shall produce and disseminate such current intelligence as may be necessary to meet their own internal requirements or external responsibilities.

(3) Interagency dissemination of current intelligence shall be based on interagency agreement including NSC Intelligence Directive No. 1 and the principle of informing all who need to know.

*c. Staff Intelligence*

(1) Staff intelligence is that intelligence prepared by any department or agency through the correlation and interpretation of all intelligence materials available to it in order to meet its specific requirements and responsibilities.

(2) Each intelligence agency has the ultimate responsibility for the preparation of such staff intelligence as its own department shall require. It is recognized that the staff intelligence of each of the departments must be broader in scope than any allocation of collection responsibility or recognition of dominant interest might indicate. In fact, the full foreign intelligence picture is of interest in varying degrees at different times to each of the departments.

(3) Any intelligence agency, either through the Director of Central Intelligence or directly, may call upon other appropriate agencies for intelligence which does not fall within its own field of dominant interest. Such requests shall be made upon the agencies in accordance with their production capabilities and dominant interest.

(4) As a part of the coordination program, the Director of Central Intelligence will seek the assistance of the IAC intelligence agencies in minimizing the necessity for any agency to develop intelligence in fields outside its dominant interests.

(5) The CIA and the agencies shall, for purposes of coordination, exchange information on projects and plans for the production of staff intelligence.

(6) It shall be normal practice that staff intelligence of one agency is available to the other intelligence agencies permanently represented on the IAC.

*d. Departmental Intelligence*

(1) Departmental intelligence is that intelligence including basic, current, and staff intelligence needed by a Department or

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independent Agency of the Federal Government, and the subordinate units thereof, to execute its mission and to discharge its lawful responsibilities.

*e. National Intelligence*

(1) National intelligence is integrated departmental intelligence that covers the broad aspects of national policy and national security, is of concern to more than one department or agency, and transcends the exclusive competence of a single department or agency or the Military Establishment.

(2) The Director of Central Intelligence shall produce and disseminate national intelligence.

(3) The Director of Central Intelligence shall plan and develop the production of national intelligence in coordination with the IAC Agencies in order that he may obtain from them within the limits of their capabilities the departmental intelligence which will assist him in the production of national intelligence.

(4) The Director of Central Intelligence shall, by agreement with the pertinent agency or agencies, request and receive such special estimates, reports, and periodic briefs or summaries prepared by the individual departments or agencies in their fields of dominant interest or in accordance with their production capabilities as may be necessary in the production of intelligence reports or estimates undertaken mutually.

2. The research facilities required by any agency to process its own current and staff intelligence shall be adequate to satisfy its individual needs after taking full cognizance of the facilities of the other agencies. Each agency shall endeavor to maintain adequate research facilities, not only to accomplish the intelligence production tasks allocated to it directly under the foregoing provisions but also to provide such additional intelligence reports or estimates within its field of dominant interest as may be necessary to satisfy the requirements of the other agencies under such allocations.

3. For the purposes of intelligence production, the following division of interests, subject to refinement through a continuous program of coordination by the Director of Central Intelligence, shall serve as a general delineation of dominant interests:

Political, Cultural,

Sociological Intelligence	.....	Department of State
Military Intelligence	.....	Department of the Army
Naval Intelligence	.....	Department of the Navy
Air Intelligence	.....	Department of the Air Force
Economic, Scientific, and		Each agency in accordance
Technological Intelligence	....	with its respective needs *

\* See NSCID Nos. 10 and 15 below.